

Budget Brief – Corrections Programs and Operations

MAA

EOCJ-UDC-02

SUMMARY

Utah Department of Corrections (UDC) programs and operations line item brings together the programs focusing on offender housing, rehabilitation, and reintroduction into society as law-abiding citizens.

UDC programs and operations consist of the following three divisions which administer 11 programs:

- UDC Administration: Executive Director's Office, Administration, and Training
- Adult Probation and Parole: Administration and Programs
- Division of Institutional Operations: Administration, Draper Facility, Central Utah Correctional Facility, Inmate Placement, Programming, and Support Services

ISSUES

Three key issues are at the forefront of Corrections Programs and Operations: prison population growth, correctional officer compensation, and treatment program funding.

Prison Capacity Issues

Prison capacity is a concern since the population has been increasing by 250 inmates per year. The Department of Corrections uses two measures for prison capacity: 1) operational capacity (6,429 inmates) and 2) maximum capacity (6,639 inmates). Keeping the number of prisoners under the operational capacity allows UDC the flexibility to move inmates as needed to help these individuals prepare for successful reintroduction into society. The physical maximum capacity is 6,639 inmates. After reaching this point, UDC adds temporary cots and also makes other temporary arrangements. However, security and safety issues arise when maximum capacity is reached. When the prison operates over maximum capacity for a period of time, an emergency release may be initiated. See Budget Brief EOCJ-UDC-01 for the specifics of an emergency release. New facilities and beds will be available in FY 2007 and FY 2008—288 beds and 192 beds at the Central Utah Correctional Facility respectively.

Figure 1: Corrections - Corrections Programs & Operations - Budget History

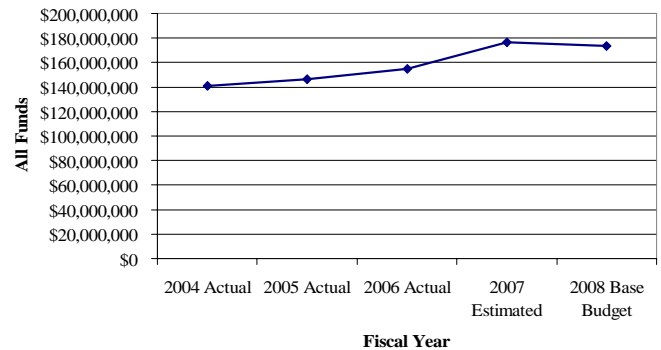


Figure 2: Corrections - Corrections Programs & Operations - FTE History

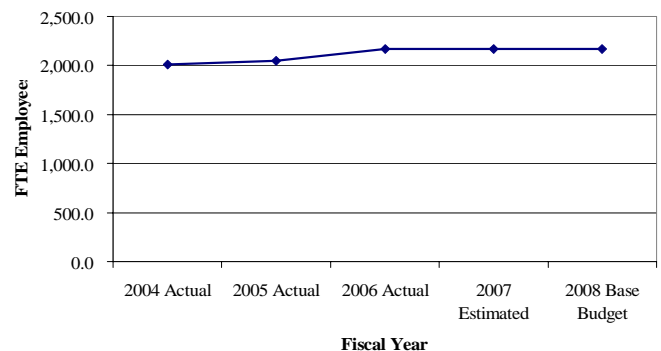
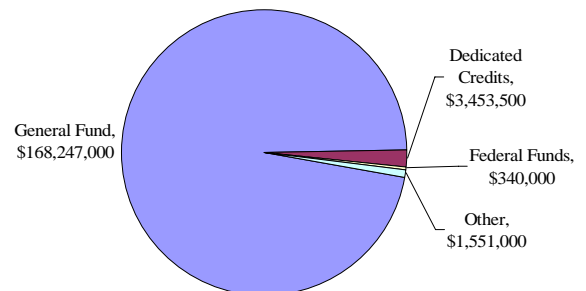


Figure 3: Corrections - Corrections Programs & Operations - FY 2008 Funding Mix



Correctional Officer Compensation

UDC claims that high officer turnover rates are the result of low compensation. A Legislative Audit also indicates that Corrections must recruit correctional officers at starting salaries that are an average of 82 percent of the counties' starting average pay.¹ However, the audit also indicated employee turnover was also affected by the perception of management favoritism.² Last year the Legislature approved a 5.5 percent raise for Correctional Officers in addition to the 3.5 percent COLA. The Department still maintains the turnover situation has not improved (Currently there are 95 Correctional Officer vacancies) and has asked for an additional 5.5 percent raise for all Corrections' employees with 5 or more years of experience with the agency.

Treatment Funding

Treatment programs are critical for inmate success when reintroduced into the community. Sex offender and substance abuse treatment programs are especially important to the rehabilitation of inmates. The Analyst issue brief detailing UDC requests for additional funding will elaborate on additional funding for Sex Offender treatment programs.

ACCOUNTABILITY MEASURES

The following measures examine Department of Corrections' performance for some of its program areas. The UDC is developing and refining their performance measures and data needed to insure accountability for funds received from the Legislature.

UDC Training

Performance Data Summary - Training Bureau					
Goal	Measure	Measure Type	FY 2006		FY 2007 Target
			Target	Observed	
Pre-Service Certification of UDC employees	# Trained	Output	225	182	225
Pre-Service Certification of County Officers	# Trained	Output	200	161	200
In-Service for all UDC Staff	# Receiving In-service Training and the Hours	Output	2,400 persons/ 68,000 hours	1,461/ 53,892	2,400/68,000

UDC Training is responsible for providing proper training for correctional officers and staff. Training efforts help the Department better communicate, report, and maintain effective prison operations. Concerns with UDC training were identified in a recent Legislative Audit entitled *A Performance Audit of the Utah Department of Corrections*. The report can be reviewed by inserting the following link into a web browser: http://www.le.state.ut.us/audit/06_12rpt.pdf The Department indicated that improvements regarding administration and training are already underway.

¹ *A Performance Audit of the Utah Department of Corrections*. Office of the Legislative Auditor General. December 2006. Page 3.

² *A Performance Audit of the Utah Department of Corrections*. Office of the Legislative Auditor General. December 2006. Page 3-4.

Adult Probation and Parole

Performance Data Summary - AP & P Programs				
Goal	Measure	Measure Type	CY 2005	
			Target	Observed
Increase rate of successful completion of parole	Success Rate	Outcome	12%	10%
Increase rate of successful completion of probation	Success Rate	Outcome	19%	17%
Reduce rate of new prison admissions for parolees	Return Rate	Outcome	20%	28%
Reduce rate of new prison admissions for probationers	Return Rate	Outcome	4%	5%

AP&P performance measures address issues regarding parolee and probationer success rates.

Division of Institutional Operations

Performance Data Summary - DIO				
Goal	Measure	Measure Type	CY 2005	
			Target	Observed
Reduce Recidivism	3 Year Parole Technical Return Rate	Outcome	43%	39%
Reduce Recidivism	3 Year Parole New Commitment Return Rate	Outcome	15%	24%
Reduce Recidivism	% of Inmates Participating in Drug Treatment	Outcome	N/A	10%

The Division of Institutional Operations (DIO) manages prison facilities, provides treatment, and offers skill development courses for inmates. The DIO conducts such activities to reduce recidivism rates. DIO performance measures indicate the results of their efforts.

BUDGET DETAIL

Programs and operations funds come primarily from General Fund. The base budget continues to include \$750,000 from the Crime Victims Reparation Fund that was substituted for General Fund in FY 2003.

Intent Language

The Analyst recommends the continuation of the nonlapsing Legislative intent language because of prison capacity challenges UDC will face in FY 2008. The intent language should read as follows: *It is the intent of the Legislature that the funds for Corrections Programs and Operations line item shall not lapse.*

LEGISLATIVE ACTION

1. The Analyst recommends a base budget for Corrections Programs and Operations of \$173,591,500.
2. Consider non-lapsing intent language for the line-item as discussed on page 3.

BUDGET DETAIL TABLE

Corrections - Corrections Programs & Operations						
Sources of Finance	FY 2006 Actual	FY 2007 Appropriated	Changes	FY 2007 Revised	Changes	FY 2008* Base Budget
General Fund	151,405,000	168,247,000	0	168,247,000	0	168,247,000
General Fund, One-time	(587,700)	(241,400)	0	(241,400)	241,400	0
Federal Funds	509,600	340,000	0	340,000	0	340,000
Dedicated Credits Revenue	3,618,300	2,811,100	578,700	3,389,800	63,700	3,453,500
GFR - DNA Specimen	515,000	515,000	0	515,000	0	515,000
GFR - Interstate Cmpct for Adult Offender Sup.	29,000	29,000	0	29,000	0	29,000
GFR - Tobacco Settlement	81,700	81,700	0	81,700	0	81,700
Crime Victims Reparation Trust	750,000	750,000	0	750,000	0	750,000
Transfers	6,200	0	0	0	0	0
Transfers - Commission on Criminal and Juvenile J	174,300	13,500	0	13,500	0	13,500
Transfers - Human Services	0	144,800	(144,800)	0	161,800	161,800
Transfers - Other Agencies	141,100	0	167,000	167,000	(167,000)	0
Beginning Nonlapsing	1,561,800	0	3,413,500	3,413,500	(3,413,500)	0
Closing Nonlapsing	(3,413,500)	0	0	0	0	0
Lapsing Balance	(185,000)	0	0	0	0	0
Total	\$154,605,800	\$172,690,700	\$4,014,400	\$176,705,100	(\$3,113,600)	\$173,591,500
Programs						
Department Executive Director	4,109,200	3,714,600	657,100	4,371,700	(630,000)	3,741,700
Department Administrative Services	8,304,800	8,953,500	1,589,200	10,542,700	(1,554,900)	8,987,800
Department Training	1,211,900	1,335,500	90,000	1,425,500	(90,400)	1,335,100
Adult Probation and Parole Administration	933,300	772,700	1,482,800	2,255,500	(1,481,000)	774,500
Adult Probation and Parole Programs	41,434,800	45,172,800	1,861,600	47,034,400	(1,427,200)	45,607,200
Institutional Operations Administration	3,137,500	5,779,900	(2,024,400)	3,755,500	2,070,100	5,825,600
Institutional Operations Draper Facility	58,708,500	63,728,000	(203,800)	63,524,200	353,200	63,877,400
Institutional Operations Central Utah/Gunnison	23,971,400	28,903,200	35,100	28,938,300	138,300	29,076,600
Institutional Operations Inmate Placement	1,680,800	1,918,100	14,900	1,933,000	(10,100)	1,922,900
Institutional Operations Programming	7,722,300	8,606,700	383,800	8,990,500	(362,300)	8,628,200
Institutional Operations Support Services	3,391,300	3,805,700	128,100	3,933,800	(119,300)	3,814,500
Total	\$154,605,800	\$172,690,700	\$4,014,400	\$176,705,100	(\$3,113,600)	\$173,591,500
Categories of Expenditure						
Personal Services	120,399,600	138,379,900	(2,528,000)	135,851,900	2,528,000	138,379,900
In-State Travel	145,500	77,900	8,000	85,900	(8,000)	77,900
Out of State Travel	55,200	3,500	10,000	13,500	(10,000)	3,500
Current Expense	28,418,300	26,487,200	2,361,400	28,848,600	(1,477,600)	27,371,000
DP Current Expense	2,645,900	2,259,600	(1,731,800)	527,800	1,748,800	2,276,600
DP Capital Outlay	44,100	49,500	(26,100)	23,400	26,100	49,500
Capital Outlay	273,100	172,900	(86,000)	86,900	86,000	172,900
Other Charges/Pass Thru	2,696,900	5,260,200	6,006,900	11,267,100	(6,006,900)	5,260,200
Cost of Goods Sold	(72,800)	0	0	0	0	0
Total	\$154,605,800	\$172,690,700	\$4,014,400	\$176,705,100	(\$3,113,600)	\$173,591,500
Other Data						
Budgeted FTE	2,170.6	2,191.1	(20.7)	2,170.4	0.6	2,171.0
Vehicles	340	336	4	340	0	340

*Does not include amounts in excess of subcommittee's state fund allocation that may be recommended by the Fiscal Analyst.